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11 August 1980

NRO REVIEW COMPLETED

25X1A MEMORANDUM FOR: [redacted]
Associate Deputy to the DCI for Resource Management

25X1A FROM: [redacted]
Director, Program Assessment Office

SUBJECT: First Draft PAO Study Plan and Input to FY 1983-1987 Guidance

1. The attached data presents, first, an itemization of work PAO is now committed to, by one or more of the following:

- decision letter,
- issue paper,
- study in progress.

Second, it presents an itemization of candidate studies for the period from now until the FY 1983 Program Review. The studies all involve guidance in some way or other, either because:

- someone else should do them but we want to develop terms of reference;
- a joint team should do them; or
- PAO/RMS wants to alert others that they will be doing them and need data or other support.

2. This draft is intended to be thought-provoking and includes topics which go beyond PAO's normal interests. The first questions to be answered concern the value and doability of the studies. Value includes actionability or, as described by [redacted] in the 6 August meeting, "a plausible scenario for use of the findings." How best to get it done can then be addressed. Resource limitations will come into play in the next iteration. We have indicated relevant characteristics by each study.

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3. The readers should recognize that this is largely a "bottoms-up" plan and, like most such plans, has the strength that it is based on the perceptions of analysts engaged in specific areas. We have not taken a comprehensive "top down" look at study needs, as suggested by PGS, but in most areas, I expect convergence would result from the latter.

DERIVATIVE CL BY [redacted]
☐ DECL ☒ REVW ON [redacted] 1/2000
DERIVED FROM [redacted] 5388/78

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INTELLIGENCE SOURCES
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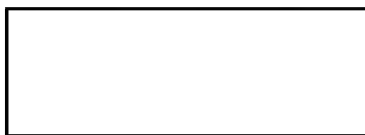
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SUBJECT: First Draft PAO Study Plan and Input to FY 1983-1987
Guidance

4. It seems most productive to regard the attached as a "PAO kernel" list, solicit PBO and IRU's equivalent list (with votes on PAO's) and a PGS "top down" list. All could be reviewed and clustered/organized by a small team. Then the office directors (+1) could review what we have with management in late August. We would then do a preliminary ranking and partition among groups, and solicit CT's comments and study plans in early September. Discussions could also take place with NSC, OMB and Congressional staffs.

5. Final decisions would be made in late September and appropriate guidance words prepared where external research is involved. RFP's would follow.

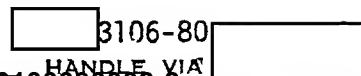


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Attachments:

ANNEX A-PAO Current Commitments
ANNEX B-Candidate Studies for FY 1981
ANNEX C-Selected Rating Criteria

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#12-DD/PAO
#13-C/AS
#14-PAO Subject
#15-PAO Chrono
#16-RM Registry

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11 August 1980

Current PAO Commitments

Intelligence Collection and Processing

	<u>Subject Category</u>	<u>Subject</u>	<u>Responsibility</u>	<u>Tasks(s)</u>	<u>Comments</u>
25X1A	1.1	CIAP/GDIP Exploitation Plans (BR FY83-8/ PR)		<ul style="list-style-type: none">● Evaluate phased, prioritized plans for exploitation upgrades from CIAP and GDIP (BR item-decision letter).	<ul style="list-style-type: none">● Major cross-program issue.● Some informal early data gathering, including possible travel.
	1.2	Collection/exploitation strategies (BR and FY 1983-198/ PR)		<ul style="list-style-type: none">● Estimate the impact of alternate strategies.	<ul style="list-style-type: none">● Cross-program issue.● Community group (RM, CI, et al).● 1 October and 15 May outputs.
	1.3	ADP-T (BR and FY 1983-1987 PR)		<ul style="list-style-type: none">● Complete report comments due in August, much contention and conflict foreseen.● Address Tasking Segment questions to CT.● Determine CINC tasking access.● Exploitation support to NPIC and other Washington areas, a major issue.● CINC exploitation support (includes analysts data base) an issue.	
	1.4	JTO/Tasking Segment (RR)		<ul style="list-style-type: none">● Monitor CT efforts & review at budget review.	<ul style="list-style-type: none">● To be resolved during Budget review.
NRO 25X1	1.5			<ul style="list-style-type: none">● Hopefully make some sense of utility question.	<ul style="list-style-type: none">● To be resolved during Budget Review.
<u>ELINT Collection and Processing</u>					
25X1	2.1			<ul style="list-style-type: none">● An examination of the intelligence problems to which ELINT contributes in order to improve RMS decisionmaking about ELINT collection and processing initiatives. Analog to the PAO efforts on imagery tasking and exploitation of ADP. Should do this jointly with IRO, build on IBM's ELINT data flow study to include outputs of contractor efforts as shown below.	

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	<u>Subject Category</u>	<u>Subject</u>	<u>Responsibility</u>	<u>Task(s)</u>	<u>Comments</u>	
25X1A	2.2	[]	[]	● Coordinate Tompkins contract on this subject.		
25X1 25X1	2.3	Specification [] Identifi-		● Coordinate [] review of this subject.		25X1A
25X1A 25X1A	3.1	[] Modifications		<u>Soviet COMINT</u> ● Productivity assessment. ● Quality/quantity tradeoff.	● These are the remaining inputs to the joint RM/CT paper on this subject.	
	4.1	NDC Study		<u>Third World COMINT</u>		
25X1A	4.2	[] Study		● Final report publication. ● Briefing preparation.	● Revisions completed and revised study plus recommendations given D/PAO for forwarding to D/DCI/RM on 8 August.	
	4.3	AAC Unsolicited Proposal (FY 1983-1987 PR)		● Scope effort. ● Develop statement of work. ● Coordinate with G-group.		
25X1A	4.4	[]		● Check NSA for modified outputs to show actual hearability and coverage of North Africa with and without AM. ● Work up background overview of NSA's estimates of improved HF, HFDF, new target access, update costs, estimate of utility within Intelligence Community or potential collection.		

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<u>Subject Category</u>	<u>Subject</u>	<u>Responsibility</u>	<u>Task(s)</u>	<u>Comments</u>
			<u>Production</u>	
25X1A	5.1	Output Study	<div></div> <ul style="list-style-type: none">• Survey national intelligence producers for up-to-date on their output; names and types of publications, distribution lists, release frequency, and the like. (New Study)	<ul style="list-style-type: none">• This study is patterned on the PAID projects of previous years, with certain methodological improvements and, optimally, expanded to include the full range of trans-departmental products, not simply periodicals.
			<u>Human Source Collection</u>	
25X1A	6.1	Defense Attache System	<div></div>	<div></div>
25X1A	6.2	<div></div>		<ul style="list-style-type: none">• Still waiting for data requested in JEK letter to Tighe (Dec. 1979) and results and recommendations of DoD HUMINT survey.
25X1A	6.3	<div></div>		<ul style="list-style-type: none">• HTO to take lead on Air Force study with PAO support. No further action possible pending our receipt of results of DoD HUMINT study.
			<u>Support to Operating Forces</u>	
	7.1	NFIP Support to Contingency Operations	<ul style="list-style-type: none">• Distribute final draft for comments.• Work on Guidance Items.	<ul style="list-style-type: none">• Will be distributed week of 8/11.• Comments due by 9/12.
	7.2	Maritime Intelligence	<ul style="list-style-type: none">• Review final draft.• Consolidate comments.• Get redraft started.	<ul style="list-style-type: none">• New suspense date late September.• Get overview of relationship to IAIPS packages incorporated.
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Subject Category	Subject	Responsibility	Task(s)	Comments
25X1A	7.3	[Redacted]	● Coordinate SPC report with USN.	● Report due in September.
	7.4		● Support PBO/SPC effort as required.	● Report delivered 28 July 1980.
	7.5		● Trip report still being written.	
			<u>NRP - General</u>	
	8.1	[Redacted]	[Redacted]	● Strategic support will consider PD59.
NRO				
25X1	8.2		● Prepare FY 1982 Budget Review issue paper.	
	8.3			● Awaiting NRO response to HPSCI request.
			<u>Other Studies</u>	
	9.1	[Redacted]	● Circulate report for Community review, if appropriate.	● SAI report will be submitted to JEK with technical critique by Norm Albright.
	9.2		● Support STIC study as required.	● RFP has not been released yet.
	9.3		[Redacted]	
	9.4		● Prepare FY 1982 Budget Review issue paper. ● Serve as ExSec for utility WG.	

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ANNEX B

PAO FY 1981 Study Program
Candidate Studies

8 AUG 1980

Imagery Collection and Processing

<u>Subject Category</u>	<u>Subject</u>	<u>Purpose/Scope/Objective</u>	<u>Comments</u>
1.1	Imagery Exploitation-Collection Flexibility <i>Imagery Exploitation-Collection</i>	How can exploitation take advantage of collection sampling strategies? Is topical reporting a step in this direction? Shouldn't exploitation requirements reflect collection requirements/strategies? (U)	<ul style="list-style-type: none">● FY 1983 cross-program review issue.● Exploits previous PAO work.● Community Working Group type study.
1.2	Softcopy Utility Study	What is the incremental value of softcopy versus hardcopy? When, where, how often is it more effective, and how much more effective? Provide tests of significance that include relative frequency of exploitation functions. (U)	<ul style="list-style-type: none">● RM type study.
1.3	Duplication of Exploitation and Photointerpreters Requirements through 1987	Is there unwarranted duplication of imagery exploitation in the Intelligence Community? How do the various organizations involved in photo-interpretation estimate their future needs for photo-interpretation? If exploitation were distributed differently or if photointerpretation organizations were consolidated, would the needs for additional photointerpreters be reduced? Is the distribution of interpreters between national and departmental organizations adequate? Is the distribution of their work between national and departmental requirements adequate? Examine one week's National Imagery (including search) and compare it for PI resources, exploitation, reports, data base entries and briefings that result from the imagery. From this data base, develop measures of timeliness, redundancy, and unique exploitation in order to estimate the resource implications and intelligence impact of combining/deleting/expanding various exploitation functions. (U)	<ul style="list-style-type: none">● Likely to influence decision.● Community Working Group type study.

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Subject Category	Subject	Purpose/Scope/Objective	Comments
1.4	Broad-Area Search Exploitation/Collection Methodologies	What are the resource/timeliness/intelligence impacts of various broad-area search methods and accounting procedures? We still do not fully understand the implications of small pieces of imagery versus large contiguous areas. How sensitive are these methods to collection frequency requirements, i.e., what happens if two-month, four-month and six-month search requirements are slipped to three-month, five-month and eight-month requirements? The quantity of imagery decreases but what is the effect on intelligence? (U)	<ul style="list-style-type: none"> ● Likely to influence decisions. ● High payoff in dollars. ● Potential program review issue in FY 1983. ● CT/RM type study. ● Possible DCI interest.
1.5	Imagery in Agricultural Forecasting	A study to quantify the contribution of the various imaging systems in their support to UPSTREET. Would like to see an estimate of the uncertainty as a function of the quantity and availability of [redacted] (Follow-up to recent NFAC qualitative report. Might be able to task this out). (S/TK)	<ul style="list-style-type: none"> ● Guidance type study. ● Possible DCI interest.
1.6	Imagery in Support of SALI ABM Treaty Monitoring	A study that will quantify the contribution of the various imagery systems in terms of changes in monitoring confidence for variations in the imagery mix and tasking/exploitation. Special emphasis here should be on the role of search imagery. (U)	<ul style="list-style-type: none"> ● Guidance type study. ● Possible DCI interest.
3.1	[redacted] Soviet/East European Targets	<p><u>ELINT Collection and Processing</u></p> <p><u>Soviet COMINT</u></p> <p>A study of the productivity of [redacted] against A-group targets and of alternatives for enhancing the productivity of these sites. (S/CCO)</p>	<ul style="list-style-type: none"> ● Exploits previous PAO effort. ● RM type study.

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Large effort - would call in study

Subject Category	Subject	Purpose/Scope/Objective	Comments
25X1	4.1	<div></div>	<div><ul style="list-style-type: none">● FY 1983 cross-program review issue.● RM type study.● Possible OMB/NSC interest.</div>
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	5.1	<div><p><u>Production</u></p><p>Where are the analysis centers within the Intelligence Community? RMS must be aware of studies and evaluations within the Community, who is performing them, how well are they done, and how they may be applicable to RMS issues. (U)</p></div>	<div><ul style="list-style-type: none">● RM type study.● Basis for further study.</div>
	5.2	<div><p>Science & Technology Centers</p><p>Concern has recently been expressed about a decline in the production of long-term S&T research products. What role does S&T intelligence play in the Community? How are resources distributed through the Community for support of S&T intelligence collection, processing, analysis and production? Could specific aspects of this support be consolidated to free additional resources to increase analysis and production? (C)</p></div>	<div><ul style="list-style-type: none">● Past Congressional interest.● RM type study.</div>
	5.3	<div><p>ELINT Applications</p><p>An examination of the intelligence problems to which ELINT contributes in order to improve RMS decision-making about ELINT collection and processing initiatives. Analog to the PAO efforts on imagery tasking, exploitation of ADP. Should do this jointly with IRO and build on IBM's ELINT data flow study. (U)</p></div>	<div><ul style="list-style-type: none">● Exploits previous PAO effort.● RM type study.</div>

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<u>Subject Category</u>	<u>Subject</u>	<u>Purpose/Scope/Objective</u>	<u>Comments</u>
5.4	Minimum Essential Data Base <i>Ad-</i>	Identify the minimum elements of information needed to support different types of contingency planning/operations (e.g., hostage rescue, show of force, etc.). Compare these needs with current basic intelligence holdings. Estimate the costs of maintaining this minimum data on "X" countries with updates every "Y" months. (DIA is working on something like this now; maybe we can participate or, at least, reinforce via guidance). Study could determine: what is Community doing at present? How valuable is present effort? What are shortfalls? Does shortfall correction require more resources or redirection? Which programs should do what? (U)	<ul style="list-style-type: none"> ● High intelligence payoff in terms of political sensitivity. ● FY 1983 cross-program review issue. ● Exploits previous PAO effort. ● CT/RM type study. ● Possible DCI interest.
5.5	Political and Economic Intelligence	A follow-on to the SAI study that will focus on the on the quality and quantity of product, deficiencies in product, prospects based on environment changes and new collection systems, and conclude with resource implications.	<ul style="list-style-type: none"> ● Likely to influence decisions. ● Exploits previous PAO effort. ● RM type study. ● Possible DCI interest.

Human Source Collection

Support to Operating Forces

7.1	Crisis Anticipation <i>Ad</i>	A recommendation of the Contingency Study is to assign responsibility within the Community for maintaining a [] which would contain, on a continually updated basis, 10-20 countries where the possibility of using military contingency forces is considered most likely. The [] would be used to focus basic intelligence production necessary for planning and executing contingency operations. As a result, lead times would have to be longer than for traditional I&W (about six months) and consequently,	<ul style="list-style-type: none"> ● Likely to influence decisions. ● High intelligence payoff in dollars. ● Exploits previous PAO effort. ● Community Working Group type study.
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less accurate predictions would be expected. A review is required to assess whether current ~~for~~ organizations could assume this responsibility (e.g., the NIO/Warning or DIA, as manager of the DoD I&W System), or whether a separate group should be established. In addition, the review should recommend how the predictions of such a group could best be reflected in Intelligence Community priority documents. A proposed forum for this review would be an Ad Hoc Working Group, chaired by an ICS representative with members from DIA, NSA, CIA and the State Department. (TS)

7.2 Third World Data Bases

Third World data bases to support military forces is well documented in both the Contingency and DASITT studies. DIA is currently trying to define, with inputs from the RDJTF, those minimum essential elements of information required to support planning and execution for various types of contingency situations. RMS should track this effort and, once the minimum needs are established, play an active role in leading a Community review of data base holdings to identify shortfalls in satisfying these needs for priority areas on the initial Crisis Area Watch List. Based on this review, options (and associated cost estimates) should be developed for producing, at various levels of satisfaction, the geotopical data needed to satisfy the shortfalls identified. (S)

- FY 1983 cross-program review issue.
- Exploits previous PAO effort.
- Guidance type study.

7.3

Exploits previous PAO effort.
CT/RM type study.
External research may be required.

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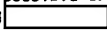
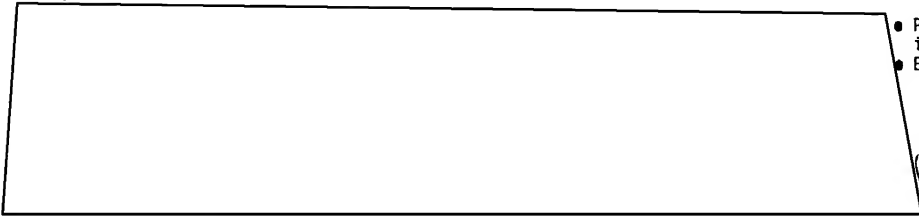
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		given to identifying any interface problems which are potentially correctable by NFIP organizations. In addition, the study could identify potential R&D or operating concepts that might better tailor the existing vans to support contingency operations (e.g., by making them smaller and lighter). (S)	
7.4	Intelligence Support for the RDJIF	As a follow-on to our study on NFIP Support to Contingency Forces, it might be useful to have an IC Staff assessment of what type of intelligence support is being provided the RDJTF. Study should not be undertaken until later in the year after the RDJTF has had an opportunity to organize its resources. (U)	<ul style="list-style-type: none"> ● High intelligence payoff in political sensitivity. ● Exploits previous PAO effort. ● CT/RM type study. ● Guidance type study. ● Possible DCI interest.
7.5	Post Mortems	Based on recommendations in both the Contingency Study and the Senior Review Board's review of the Community's performance in estimating North Korean troop strengths, there appears to be a need for initiating post-mortems on significant events in which elements of the Community are involved. The proposal is that RMS take the lead in this area by convening an interagency group and conducting a prototype post mortem on a recent event (e.g., the Soviet invasion of Afghanistan, the Colombian hostage situation, etc.). Emphasis would be on analyzing the performance and contribution of collection systems and production organizations to identify potential resource implications. For the effort to be most successful, the DCI should explicitly endorse it. (TS)	<ul style="list-style-type: none"> ● High intelligence payoff in political sensitivity. ● Exploits previous PAO effort. ● Community Working Group type study. ● Possible DCI and Congressional interest.
		<u>NRP - General</u>	
8.1	Benefit/Cost Study of NRO Ground Support Operations, Contractor Technical Support and Sustaining Engineering Activities	With the growth in cost of NRP hardware and manpower, it is important that cost reductions that cut into Contractor Technical Support and sustaining engineering be vigorously opposed because the value of these activities far outweigh their costs. (The funding	<ul style="list-style-type: none"> ● Guidance type study.

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		allocations to these support activities tend to be "level of effort" allocations and are often difficult to justify). This study would develop quantitative estimates of the benefits accruing from these activities and how that the costs are well worthwhile. (S/TK)	
25X1A 25X1A NRO 25X1	8.2 	Identify possible cross-program architectures for providing  capabilities for NRP systems. (S/TK)	<ul style="list-style-type: none">• Likely to influence decisions.• FY 1983 Program Review issue.• Guidance type study.• Possible DCI interest.
	8.3 		<ul style="list-style-type: none">• Possible DCI, OMB and Congressional interest.• External research required.
<u>Other Studies</u>			
9.1	Research and Development	How are the Community's resources distributed for R&D? Which organizations receive the bulk of money? What types of research are they doing? Are there areas of research that are being neglected? What kinds of problems could benefit from R&D? How readily does the R&D Community adapt to changing intelligence problems? (U)	<ul style="list-style-type: none">• FY 1983 cross-program review issue.• Community Working Group type study.

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Subject Category	Subject	Purpose/Scope/Objective	Comments
25X1A	9.2 [redacted] and Soviet Satellite PHOTINT	[redacted] has historically been counter-HUMINT but has recently been expanded to cover non-HUMINT threats (i.e., PHOTINT, SIGINT, etc.) as legitimate areas of concern for the CI people.	● Community Working Group type study.
25X1A	[redacted]	[redacted] industry. A study involving the DCI/CI Staff and RMS could attempt to find reasonable alternatives, answering questions such as: what could be done? What would it buy for us? What could it cost? (U)	SA [redacted]
25X1C	9.3 [redacted]	[redacted]	● Likely to influence decisions. ● High intelligence payoff in political sensitivity. ● CT/RM type study. ● Possible DCI and Congressional interest.
25X1A	9.4 Linguist Shortfalls	Discussions with Craig Wilson, who is charged with coordinating linguist-related training and resources in the Department of Defense, and [redacted], who has a similar function for NSA, have formed a useful background for a requirement levied on the DCI and the Secretary of Defense by the HPSCI that a program encompassing "a Community-wide approach toward alleviating the linguist shortfalls" be forwarded to the HPSCI along with the FY 1982 budget request. As Chairman of the DCI's Ad Hoc Task Force on the Linguist Problem, [redacted] will be responsible for coordinating the preparation of our reply. His first task will be to work out with Craig Wilson, [redacted] (Chief of CIA Language Training and the CIA Representative to the Ad Hoc Committee) appropriate terms of reference for the study. [redacted] shall also be working closely with [redacted] of HTO in his capacity as Chairman of the Orientation and Training Advisory Group (OTAG) of the Human Resource Committee. (C)	● High intelligence payoff in political sensitivity. ● Community Working Group type study. ● Possible DCI and Congressional interest.
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9.5	Funding of Intelligence Systems <i>See</i>	In its markup of the FY 1981 NFIP Budget (pp. 42-43), the HPSCI noted "with alarm the increasing trend toward relaying on DoD NFIP augmentation funding to provide needed tactical capabilities." Funding for needed tactical capabilities may soon be provided by any one of five different sources: NFIP, Joint funding arrangements outside of the NFIP, IRA, TCP or DRSP. Someone needs to stand back from the actual budget drill and look at the funding problem in an objective way (if it is possible). A comparative assessment of what is funded where and why; what might be funded where and why; and how this all relates to possible Congressional concern about the proliferation of funding mechanisms might provide some very interesting insights into where we might be headed in the late 1980s. (U)	<ul style="list-style-type: none"> • High-intelligence payoff in political sensitivity. • Possible FY 1982 budget review issue. • RM type study. • Possible DCI and Congressional interest.
9.6	Intelligence Community Support of the Congress, the Public and the Media <i>See</i>	The Center for the Study of Intelligence recently (May 1980) recommended that someone should undertake a study designed to explore at a minimum the following questions: Is the Intelligence Community best able to provide intelligence support to the Congress, or should the legislative branch have its own intelligence analysis system? What is the impact of disseminating unclassified analysis to the public? Is this the best way to provide intelligence or should there be less emphasis on public disclosure of analysis? How does the dissemination of information to the media affect the presently contentious relationship that seems to exist between CIA and the press? Since the impact of intelligence on each of these groups is recognized, the role of intelligence should be studied in a systematic manner. (U)	<ul style="list-style-type: none"> • High intelligence payoff in political sensitivity. • PGS type study.
9.7	PAO Management Information System (MIS)	An internal study to define the kinds of Community and management information that PAO needs to routinely obtain to carry out its missions. This study could support a more broadly based RMS/CTS effort and should also help define how we should manage our internal files in light of the automated registry system. (U)	<ul style="list-style-type: none"> • RM type study.

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CENT-KEYHOLE-COMINT
CONTROL SYSTEMS JOINTLY

25X1A

SECRET

Subject
Category

Subject

Purpose/Scope/Objective

Comments

9.8 RMS Budget Ranking Methodology

An evaluation of how the budget ranking process has been carried out in the part of how it is planned for the fall, with special emphasis on the role of PAO. Options for improving the process (on a pilot basis) should be developed and evaluated. (U)

• RM type study.

9.9

A review of the uses for these comms to determine how important they are to DDO operations and find out what particular requirements are most important to assure. (S)

• Probably a year too early to do this study.

Other Collection Studies

10.1 Structure for Analysis

Develop a model or structure for comparing the relative utility of NFIP collection methods. Provide enough flexibility to allow either inter-int comparisons (e.g., [redacted] versus HUMINT) or intra-int comparisons [redacted]. Use intelligence functions as a base for comparison (Economic Intelligence, Military Intelligence, Political Intelligence, I&W, crisis management, etc.). Include system availability data and probabilities of success. (S) [redacted]

• RM type study.

10.2 Future Adequacy of National SIGINT Systems

High intelligence payoff in dollars. Potential program review issue for FY 1983. Guidance type study.

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10.3

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- Likely to influence decisions.
- Potential program review issue for FY 1983.
- Guidance type study.

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Expected Value

RMS Relevancy

Type Study

Level of Interest

Other